DOCUMENT RESUME

ED 173 893 EA 011 773

AUTHOR Stone, Franklin D.
TITLE Educational Administration: International Movements.
INSTITUTION Haifa Univ., Mount Carmel (Israel). Center for Educational Administration.
PUB DATE 78
NOTE 20p.; Not available in paper copy due to light print of original document
JOURNAL CIT Studies in Educational Administration and Organization; n7-8 p18-28 Sum 1978

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *Educational Administration; International Organizations; *International Programs
IDENTIFIERS Commonwealth Council for Educ Administration; International Institute for Educational Planning; University Council for Educational Administration

ABSTRACT

The field of educational administration is achieving the status of an international movement. Although most voluntary educational administration organizations are not international, the exceptions are the University Council for Educational Administration (UCEA) and the Commonwealth Council for Educational Administration (CCEA). The UCEA was formed in 1958 among a consortium of universities in Canada and the U.S. In 1966 the first session of the International Intervisitation Program (IIP) was held in Ann Arbor, Michigan. The CCEA formally started in 1971 following a show-of-interest meeting at the third IIP in Australia. Two other organizations deal with problems addressed by educational administrators. One is International Management Training for Educational Change (IMTEC) in Oslo, Norway. The other is the International Institute for Educational Planning (IIEP) in Paris. Several educational administration periodicals are considered international. The development of educational administration as a field of study, teaching, and research began in the U.S. followed shortly by Canada. Australia and the United Kingdom developed programs and stimulated advanced programs in other countries. Owing to worldwide crises in education, international writers throw out challenges for action in the development of modern educational administrators. With the study of educational administration emerging throughout the world, the challenge is beginning to be met. (Author/JM)

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EDUCATIONAL ADMINISTRATION: INTERNATIONAL MOVEMENT

Franklin D. Stone

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by Professor Franklin D. Stone

EDUCATIONAL ADMINISTRATION: INTERNATIONAL MOVEMENT

One of the shibboleths of our day is that the world is getting smaller. Communications satellites and air travel by superjets make our messages instantaneous and complete. Our physical presence in most nations is only a few hours away.

Yet if we examine the field of Educational Administration the international aspects of this profession may be optimistically described as in the era of telegraph and steamship travel.

Page 1, second paragraph, Add the whole sentence after telegraph and steamship travel. Evidence appears to be available that the field may be emerging as an international movement.

Peter Drucker believes that management is the earliest of two developments in this century. He takes the position that we have become a society of organizations and that we have become a knowledge society.[1]

The field of education must be included in this description.

In the entire world education institutions and organizations have proliferated in this century. Arising from this growth has been the development of administration as a field of study with its own subject matter, skills and expertise.

The relatively fast expansion of education organizations worldwide has caused increasing problems that have led many observers to accept as a constant that there is an educational crisis.

Philip H. Coombs suggests that educational systems in the world "have adapted all too slowly to the faster pace of events all around them."[2] He outlines some of the probable causes of the disparity between need and practice:

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[1]Peter Drucker, Management: Tasks, Responsibilities, Practices. New York: Harper and Row, 1974, p. 807.

[2]Philip H. Coombs, The World Educational Crisis. New York: Oxford University Press, 1968, p. 4.

1. The sharp increase in popular aspirations for education,
2. The acute scarcity of resources, which has constrainted educational systems from responding more fully to new demands,
3. The inherent inertia of educational systems,
4. The inertia of societies themselves.[3]

In his report of the 1967 International Conference on the World Crisis in Education, Coombs lists these four propositions as the basis for constructive action:

1. That education is now a central preoccupation of every nation,
2. That within each country education can no longer be regarded as a series of unconnected enterprises,
3. That there is indeed a crisis in education's ability to match performance with expectations,
4. That in all countries educational programs, structures, management and the learning process itself require the most immediate attention to ways and means of replacing inflexibility with innovation, tradition or outmoded ideas with fresh approaches and new ventures.[4]

Coombs concludes that a precondition to innovation and fresh approaches in education is "improved management at every level."[5]

If the proposition is accepted that management (administration) plays a key role in developing the climate and systems for initiating and/or supporting innovation and fresh approaches, then we need to examine some of the means by which the administrator can play this key role.

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3. Ibid.
4. Ibid. pp. 174-175.
5. Ibid. p. 176.

There is some evidence that educational administrators have historically interacted with other administrators in education on a rather narrow spectrum. Most of this interaction has probably been within the confines of county, province or state. At best the contacts have been limited by national boundaries.

A 1974 compilation of twenty-three voluntary organizations in educational administration in five nations confirms the parochial charcter of organizational membership and purpose with the observation that they do not "reveal any intent that is international in nature."[6]

BEYOND NATIONAL BOUNDARIES

Despite the historic limitation of nationalism there is evidence of occasional efforts to transcend these borders.

The Commonwealth Council for Educational Administration has pioneered a movement to change our national isolation to an international consciousness.

The movement to internationalize educational administration had its organizational beginning in August 1963 when Jack Culbertson, Executive Director of the University Council for Educational Administration, wrote to William Walker, University of New England, Armidale, N.S.W., Australia with the statement, ". . . We ought to look forward to the day when we can have an international conference on educational administration."[7] Walker's Immediate response was, "The sooner we have that International Conference the better."[8]

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[6] Franklin D. Stone, International Perspective - Voluntary Organizations in Educational Administration, College of Education, University of Iowa, Iowa City, Iowa, June 1974, p. 9.

[7] Baron, George, Dan H. Cooper, William G. WAlker, Eds., Educational Administration: International Perspectives, Chicago: Rand Mcnally & Company, 1969, p.4.

[8] Ibid.

This correspondence was seminal. The offspring was the First International Intervisitation Program (IIP) in 1966. This Program was organized into three Phases. Phase I consisted of a week of papers by members of the program who met at the University of Michigan in Ann Arbor. Visits to university campusses in the United States occupied Program members from Australia, Canada, New Zealand and ~~Great Britain~~ the United Kingdom during the following two weeks. A four day session, held at the University of Alberta in Canada, summed up the Program and brought a decision to continue the IIP.

Three weeks in August 1970 found the number of IIP nations represented at the second Program increased from the original five to thirteen. During the last week of this Second International Intervisitation Program an evening session was held among the Commonwealth nations present to discuss the possibility of forming a Commonwealth Council for Educational Administration (CCEA). The group reached concensus on the idea of formation and 1971 saw the beginning of the CCEA with headquarters at the University of New England in Armidale. The first Executive Secretary was John Ewing of New Zealand with William Walker as President.

Nineteen nations had representatives at the Third International Intervisitation Program held in Great Britain during July, 1974. This was another moveable feast since the weekly sites found members moving from Bristol to Glasgow and then to London.

The fourth IIP will be held in Canada during May, 1978, with the opening sessions in Montreal and the completion of the Program in Vancouver, British Columbia.

These Intervisitation Programs find scholars reading papers and engaging in spirited discussion on issues raised by the presenters. Visitors from other nations travel to schools and school related organizations to

examine practices and programs accompanied by the inevitable contrasting with "how we do it at home". The informal social events between papers and visits result in the forming of friendships that will be lifelong.

While the IIP provides a forum for exchange of ideas and visits to other lands, there is no organizational structure that guarantees continuity. This is a strength in that each succeeding Program depends on the willingness of members to sponsor the succeeding IIP. It can become a weakness when the current leadership thrust is no longer present.

The Internationalization in Educational Administration had its organizational inception with the establishment of the University Council for Educational Administration (U.C.E.A) in 1958. The movement was limited to Canada and the United States. It was further limited in the scope of its membership which is entirely from professors of educational administration and related fields in the two nations. Practitioners are not involved as members.

THE COMMONWEALTH COUNCIL FOR EDUCATIONAL ADMINISTRATION

The formation of the Commonwealth Council for Educational Administration followed a different line. While the UCEA attempts to improve the training programs for educational administrations at universities, the CCEA has stated a more encompassing set of objectives. The CCEA Newletter No. 1, dated November, 1971, outlines these objectives:

1. To foster close links between those concerned with the improvement of educational administration in Commonwealth countries.
2. To foster a high standard in the practice and study of educational administration at all levels.
3. To hold Commonwealth wide and regional conferences on various aspects of educational administration.
4. To facilitate the dissemination of knowledge about research and practice in educational administration.

5. To foster high standards in the preparation of administrators.

6. To facilitate the exchange between member countries of teachers, students and practitioners of educational administration.

7. To encourage the establishment in Commonwealth countries of national associations of those concerned with the improvement of educational administration.[9]

In making a case for the CCEA, the first newsletter put it this way:

> In most countries of the Commonwealth expenditure upon education accounts for a very large proportion of national resources. Yet, the people chosen to administer these expensive educational enterprises have often been ill-prepared and in the professional sense of practice in the field of administration, ill-supported by the necessary human contacts with colleagues of similar interests, by the supply of journals in the area or by opportunities to discuss matters of mutual concern in conferences, meetings and the like.[10]

Since its beginning the CCEA communication system has been working with seventeen newsletters and eight Studies in Educational Administration within a six year period. Topics of the Studies series encompass areas such as Curriculum Innovation, Theory and Practice, Trends, Roles of Administrators, Preparation Programs and Contributions of various kinds of schools. The newsletter circulation had reached 2500 by the beginning of 1975 and with Volume 2 No. 1 in early 1976 the figure had increased to 3500.

The thrust toward meeting CCEA objectives resulted in the development of national organizations in educational administration within nine of the Commonwealth nations: Australia, Bangladesh, Cyprus, ~~Great Britain~~ United Kingdom, Malaysia, Nigeria, Singapore, Sri Lanka, Trinidad and Tobago.

As the organizations were emerging between 1971 and 1977, a number of conferences were sponsored by CCEA. An early conference was held at Port Moresby, Papua New Guinea followed by three regional Conferences in Suva, Fiji (1973), Penang, Malaysia (1975) and Dacca, Bangladesh (1977). The first

[9] C.C.E.A. Newsletter, November 1971, No. 1, p. 2.

[10] Ibid. p. 1.

General Conference of CCEA was held in London following the Third International Intervisitation Program in July 1974.

The conferences were fulfilling a particular need as visualized by the organizers while seminars were sponsored to target problems of specific groups. The year 1973 saw the first seminar for school principals in Fiji. District education officers gathered in the Solomon Islands in 1975 while school principals and assistants met at Singapore during that same year. The year 1976 found three seminars including school principals at Tarawa, Gilbert Islands; secondary school principals in Apia, Western Samoa and the Solomon Islands hosted Ministry officials and principals.

The CCEA Board clearly illustrates the international nature of the organization with the first president from Australia, the first executive director from New Zealand. Currently the Board of Directors has a vice-president from England and a vice president from Canada. Board members are also chosen to represent the geographical areas of Africa, Americas, Central Asia, Europe and the Pacific.

INTERNATIONAL MANAGEMENT TRAINING FOR EDUCATIONAL CHANGE

Another manifestation of international ferment in educational administration was the emergence of the International Management Training for Educational Change (IMTEC). In 1968 the Organization for European Cooperation and Development (OECD) created the Center for Educational Research and Innovation (CERI). A spinoff from that Center was IMTEC with Per Dalin of Norway as head. The leadership of IMTEC recognized the lag in educational change and established international and national programs focussing on means to bring about change through management training.[11] In 1977 IMTEC became the International Learning Cooperative and acquired a

[11] Hughes, Meredydd, Ed., Administering Education: International Challenge. London: The Athlone Press, University of London, 1975, pp. 256-263.

life of its own by becoming independent of OECD. From its beginning in 1971 IMTEC involved more than 1,500 individuals in 20 nations through 1976. Dr. Dalin has reported optimistically on the future of the newly created International Learning Cooperative.[12]

INTERNATIONAL INSTITUTE FOR EDUCATIONAL PLANNING

One interesting dilemma some students of educational administration encounter is this: is planning (planification) a part of administration or is administration only one aspect of planning. In reading the literature of educational planning and educational administration the words budget procedures, curriculum, evaluation, politics, development, personnel and others seem to be used by both planners and administrators.

By the early 1960s UNESCO members began to see the need for organized work in the field of educational planning. The result of this awareness was the formation of the International Institute for Educational Planning in 1963 with headquarters in Paris.

In September 1976 the International Institute for Educational Planning (IIEP) began to publish the IIEP Bulletin as "a means of communication with the growing number of friends and collaborators throughout the world as well as those to whom the activities of the Institute could be of potential interest".[13] The Bulletin is published quarterly in English, French and Spanish editions. Located in Paris, the IIEP is a creature of the United Nations Education, Scientific and Cultural Organization.

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[12] Undated Publication of IMTEC.

[13] IIEP Bulletin, Institute of Educational Planning (UNESCO), Paris, September 1976, p. 1.

The IIEP Bulletin reports some of the activities of the Institute that reveal the nature of its work. The eleventh annual Advanced Training Programs in Educational Planning and Administration involved forty-three trainees for a period of eight months. Part of the program consisted of study visits by trainees to France, England and Bulgaria. The forty-three trainees were chosen from over one hundred and forty applicants.

Under the leadership of Hans N. Weiler, Director, the IIEP reports launching six new research projects including studies of:

1. Regional disparities in education development;
2. Training needs and strategies in educational administration;
3. Employment, the nature of work and educational planning;
4. Regional planning in education;
5. Qualitative planning;
6. Problems of planning education in rural areas.[14]

The new communication stimulus of IIEP should create a new professional dialogue among educational planners and administrators.

PUBLICATIONS

In trying to characterize organizations in educational administration we can examine the publications program. Many of the national organizations publish a newsletter, or a journal. No particular pattern emerges in the timing of these periodicals. They range from monthly to twice a year. The objectives vary widely from sending out the news of the organization to preparation of scholarly articles.

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[14] Ibid.

Possibly the most "international" of these are the Bulletin of the International Institute for Educational Planning and the C.C.E.A. Newsletter. Among the journals with international authorship and readers is The Journal of Educational Administration of the University of New England in Australia. Another publication with international readership is the Educational Administration Quarterly of the University Council for Educational Administration of the U.S.A. The Center for Educational Administration at the University of Haifa, Israel, is completing its fifth year with a special issue of the Journal of the Center for Educational Administration. Volume XXII (1976) of the International Review of Education was dedicated to "Educational Administration and Supervision" with William G. Walker of Australia as editor.

The three International Intervisitation Programs (IIP) discussed earlier resulted in publication of books from papers given at the three programs. These books are listed at the end of this article. Three other books that examine some international aspects in educational administration are also listed under "General Books in International Education" at the end of this article.

Another series that focusses on national educational systems is "Society, Schools & Progress in _____" published by Pergamon Press of London. The blank in the preceding sentence can be filled by entering any of the following nations or clusters of nations: Australia, Canada, China, Eastern Europe, England, France, India, Israel, Japan, Nigeria, Peru, Scandinavia, Tanzania, U.S.A., West Indies.

In 1974 an International Bibliography in Educational Administration was edited by the author and distributed through the College of Education at The University of Iowa, United States of America. Listings in

the bibliography were contributed by professors from Australia, Canada, Great Britain, New Zealand and the United States.[15]

As a companion to the bibliography, 1974 also saw a publication of a directory of Organizations in Educational Administration within the nations included in the bibliography.[16] The year 1978 will see that directory broadened to include an invitation to all nations of the world to list their voluntary organizations in educational administration.

ADVANCED PROGRAMS IN EDUCATIONAL ADMINISTRATION

Educational administration as a field of study with degree programs had its beginning in the United States of America within the past century. Programs in the field have proliferated in many institutions of higher education throughout the United States. The past two decades have seen stirrings in other nations following the lead of Canada which saw educational administration as a promising area for advanced study. The University of Alberta in Edmonton led the way in Canada.

Another pioneer in the study of educational administration was the University of New England in New South Wales, Australia. This effort was due to the skill and energy of William Walker of Australia who finished his doctorate in the field at the University of Illinois in 1958. Programs have begun in ~~Great Britain~~ United Kingdom within the past quarter of a century.

Advanced programs of both short and long term duration are now underway or under study on the continents of Africa, Asia, the Americas outside

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[15] Stone, Franklin D., Ed., International Perspective: A Bibliography of Educational Administration, College of Education, University of Iowa, Iowa City, Iowa, 1974.

[16] Stone, Franklin D., Ed., International Perspective: Voluntary Organizations in Educational Administration, College of Education, University of Iowa, Iowa City, Iowa, U.S.A., 1974.

of Canada and the U.S.A., as well as Europe and the South Pacific areas.

The development of courses and seminars in educational administration cover a wide spectrum of subjects. The last two decades have seen the emergence of theory in administration as an area of study. The early stage of the study of theory has seen heavy borrowing from sociology, political science, social psychology and business administration with some attempts at theory development unique to education.

The next decade or two should see further development of advanced study programs in the field of educational administration given the growth of organizations in educational administration in the past few years.

FIELD OF STUDY, TEACHING AND RESEARCH

Most of the foregoing has dealt with some of the development taking place in the internationalization of educational administration. Perhaps we should now focus on another topic as we approach the summing up. The central question now might be: "Why spend time even considering educational administration as a field of study, teaching and research?"

William G. Walker addressed this question in 1974 as he gave the final paper at the Third IIP:

> It is perhaps significant that the final paper of the Third International Intervisitation Programme, where the emphasis has largely been upon the practice of educational administration, should concern itself with educational administration as a field of study. Such a concern would have been treated with derision in most of our home countries as recently as a few decades ago. Today we take this concern for granted, and this is a sure sign that the practice of educational administration as a professional enterprise rather than as a technical vocation, is coming of age. It is a sure sign that the practitioners of educational administration, like those of engineering, medicine and law, for

> example, recognize that there is a body of knowledge which is worth preserving, probing and prodding, that the body of knowledge is built upon theoretical bases whose understanding depends upon intellectual capacities of a high order and that the utilization of that knowledge calls for an advanced level of training on the part of its practitioners.[17]

The initial presentation at the same programme was given by Lord Morris of Grasmere. He introduced the programme with the statement, "It seems to me that if free institutions and some form of democracy are going to survive in the coming age, a very great deal will have to be demanded of the administrator."[18]

George Baron established the tone of the Third IIP early in the programme when he stated:

> One of the most significant features of educational thinking at the present time is that it is at last being realized that administration is an integral part of the learning situaiton and not extrinsic to it. In an age of rapid change it is necessarily dynamic and innovatory. Most important of all, administration can be studied and overall performance improved with the help of the social and managerial sciences developed during the present century.[19]

Educational administration was, according to these arguments, beginning to come of age and take on intrinsic worth as part of the whole educational process.

Five years before the Third IIP Programme, George Bereday had argued that so many educational programs throughout the world were sterile and based on intuition rather than research. He alleged that "another reason for the inadequacy of the supply of educational opportunities is the obsolescence of the systems of educational administration . . . (and that)

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[17] Hughes, Op. Cit., p. 287.

[18] Ibid., p. 13.

[19] Ibid., p. 20.

too many simply do not respond to pleas for reform."[20]

In the volume edited by Bereday, Alexander King made a strong case for the need for more enlightened administration in education when he avers:

> In most countries of the world, education is, after defense, the biggest single item of national expenditure; it is often the biggest single sector of the economy. Yet its management is still somewhat primitive and has not been subjected to pressures for higher productivity and efficient use of resources--manpower and buildings.[21]

King, however, further explains that educational planning is becoming much more sophisticated and that educational systems are more responsive to demands.

A year earlier Philip Coombs had pointed out that "the needed revolution in education must begin with educational management."[22] But the inertia of educational systems makes them very difficult to move. Coombs makes this argument when he states that "the conservative nature of the system, moving by the momentum of its own mass, thus grinds down even a would-be bold administrative innovator until even he is absorbed into the conservative mass and reflects its conservative behavior."[23] The decentralized nature of the particular school whether in a centralized national system or decentralized system makes the administration even more difficult given the isolation of the individual administrator.

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[20] Bereday, George Z., Ed., Essays on World Education, London: University of Oxford Press, 1969, Introduction, p.x.

[21] Ibid, p. 3.

[22] Coombs, Op. Cit., p. 121.

[23] Ibid.

CHALLENGE AND RESPONSE

Coombs, Bereday and King express some of the criticisms of education and educational administration, arguing that the old systems are obsolescent. They make the case that there is a real need for the kind of administration that can provide the drive from educational gradualism toward more innovative and dynamic practices in education.

Lord Morris stated the belief that much will be demanded of educational administrators in the years to come.

Baron, Walker, Dalin and their colleagues give the response to the criticisms not in a defensive posture but with positive positions that clarify issues for educational administrators, set high goals for change, outline programs for research and training for administrators and underline their beliefs that we must get on with making educational administration excellent enough to meet the challenges of the critics. They agree with Enns when he said in 1966 in the last session of the First International Intervisitation Program that "interest and enthusiasm once aroused should not be permitted to relapse." [24]

It appears that with the movement into the internationalization of Educational Administration the interest and enthusiasm of practitioners and professors will not relapse. Progress can be made toward research, training programs, seminars and conferences plus a variety of exchanges that will continue to stimulate people in the field of educational administration in a very healthy way.

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[24] Baron, Op. Cit., p. 320.

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Franklin D. Stone ~~Summary~~

EDUCATIONAL ADMINISTRATION: INTERNATIONAL MOVEMENT

Educational Administration is in the early stages as an international movement. The problems faced in education worldwide demand the updating of educational systems, educational offerings and educational management (administration).

An examination of voluntary Educational Administration organizations indicates that most of these organizations are national in nature with few international links.

The exceptions to the national limits in Educational Administrations are the University Council for Educational Administration (UCEA) and to a greater extent the Commonwealth Council for Educational Administration (CCEA).

The University Council for Educational Administration was formed in 1958 among a consortium of universities in Canada and the United States of America.

Through the initiative of Dr. Jack Culbertson, Executive Director of the U.C.E.A., the first session of the International Intervisitation Program (IIP) was held at Ann Arbor, Michigan, in 1966 with five nations participating -- Australia, Canada, New Zealand, the United Kingdom and the United States of America. The second convening of the IIP was in 1970 with Australia as the site. In 1974, the United Kindgom played host to the third IIP while a fourth is planned for May, 1978, in Canada. Except for the first IIP, when only professors at colleges or universities attended, the IIP has included both professors and practitioners in Educational Administration.

The C.C.E.A. formally started in 1971 following a show-of-interest meeting at the third IIP in Australia. Dr. William Walker, Dean of the Faculty of

Education, at the University of New England, Armidale, New South Wales in Australia, was chosen as the first president of C.C.E.A. while Dr. John Ewing of New Zealand served as the first executive secretary.

The Commonwealth Council for Educational Administration has had a profound effect on the internationalization of Educational Administration. Since its founding in 1971, nine nations have started voluntary organizations in Educational Administration. The communications among members is enhanced by a periodic newsletter and published studies in Educational Administration. The Council has sponsored numerous conferences and seminars. There is at least one voluntary organization of Educational Administration on each continent or designated geographical area.

While the decade of the 1970's has seen the growth of the C.C.E.A., two other organizations are flourishing. They are not called administration in a strict sense, but they deal with the same kind of problems addressed by educational administrators. One of these organizations is the International Management Training for Educational Change (IMTEC) with headquarters in Oslo, Norway and is headed by Dr. Per Dalin. The other is the International Institute for Educational Planning (IIEP) with Hans Weiler as Director and is located in Paris, France.

The development of Educational Administration as a field of study, teaching and research had its roots in the United States of America followed shortly by Canada. Australia and the United Kingdom have developed programs and have helped stimulate advanced programs of study in Educational Administrat . in other parts of the world.

The study of Educational Administration has come of age. International writers describe the crisis in education in many parts of the world and throw out challenges for action in development of modern educational administrators. With the study of Educational Administration emerging in many parts of the world, the challenge is beginning to be met.